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ABSTRACT

This paper discusses some of the factors affecting educational planning in underdeveloped countries and attempts to identify and formulate evaluation criteria suitable for appraising educational planning in such countries. Although the analytical framework proposed is applicable to any country, it is designed specifically for use where lack of data and shortage of qualified planners make it impossible to apply sophisticated mathematical models that demand the analysis of detailed statistics. To illustrate the discussion, the author makes frequent use of examples drawn from his experience with the use of educational planning for the first and second levels of education in Afghanistan. (JG)

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CRITERIA FOR APPRAISING EDUCATIONAL
PLANNING IN UNDERDEVELOPED COUNTRIES
(WITH EXAMPLES FROM THE EXPERIENCE
OF AFGHANISTAN)

Mohammad Aref Ghaussi

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ERRATA

Page 51, line 6. For '22 per cent' read '27.9 per cent'.

Page 51, Table 15, line 4. For 'subsider' read 'subsidies'.

Page 54, line 4. For 'curricular' read 'curricula'.

Page 55, note. For '(1) 5.6%' read '(1) 7%'.

INTRODUCTION

Nowadays educational planning is practised in many countries. A comparative analysis and appraisal of the status of the educational planning process in various countries is a valuable topic for research. However, to carry out such an appraisal, one needs to have certain criteria. These criteria have to be identified and then used as a basis of any such analysis. Thus, I shall attempt in this study to identify and formulate these criteria for the appraisal of educational planning in underdeveloped countries. By way of example, I shall refer to the use of educational planning for the first and second levels of education in Afghanistan.

In my analysis, the terms 'successful planning', 'diverting factors' and 'revising factors', are occasionally used. To avoid misunderstanding, they will be defined in the following paragraphs.

The application of these criteria in different countries may lead to the conclusion that educational planning has more chance of success in one situation than in another. However, the fact that planning has greater success in one case than in another does not imply that education in the former is more successful or more advanced than in the latter. What then is meant by successful planning?

A successful planning process is the one which, at the preparatory and drafting phase, represents a technically adequate diagnosis of the existing situation and of the future possible achievements; and at the phase of implementation and revision provides for adaptation to unanticipated changes; and at the evaluation phase proves to have achieved the original or revised targets with utmost efficiency and economy and without having lowered the intended quality of education.

The process of educational planning is not immune to the influence of different sorts of pressures and changes. During the course of a plan period, a plan may be revised for sound planning reasons or it may be changed to meet some unreasonable personal or group wishes. The factors which are related to unanticipated economic, social or international changes which require a revision of a plan, may be called revising factors. But those factors which have no relation with any change which justifies the adjustment of plan targets and represent personal or group influences or administrative red tape, may be called diverting factors. In countries where planning is more exposed to such diverting factors, the success of planning may be so much less probable. Hence,

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to make planning a success it is not sufficient to have a well staffed planning unit and a well prepared plan. The policy-makers, the society for which the plan is meant, and, above all, the administration which is involved in plan implementation are also among the determinant factors. Therefore, I have classified these criteria into three categories, namely: Criteria related to the ecology of planning; Criteria related to the appraisal of the scope and machinery of educational planning, and; Criteria related to the process of planning. The criteria which are formulated here may also help in diagnosing the problems of planning in a country and in finding solutions for them.

The analytical framework proposed and discussed here mainly concerns the underdeveloped countries. By this term I include the countries which Harbison and Meyers have classified as underdeveloped in their book: 'Education, Man-power and Economic Growth'. (1)

In these countries shortage of planning personnel and data makes it almost impossible to apply the sophisticated mathematical models which demand a host of detailed statistics. Therefore, while these criteria are also applicable to other countries they are more pertinent for underdeveloped countries. The criteria for appraising the planning process, for instance, are based on the assumption that the building up of complicated models, owing to the shortages mentioned above, is not possible, and therefore appraisal should be carried out on what is potentially possible under actual conditions, and not on what is theoretically ideal for a planner. Consequently, I have not dealt with the question of models in the relevant chapters.

It is worth mentioning that in the framework here the type of planning under consideration is planning for the whole educational system or for one sector or level of it. In this sense, planning may be said to exist in a country where there is a plan or planning is carried out for the whole or for a particular level or type of education.

I would like to acknowledge with gratitude the suggestions of the Director of IIEP, Mr. Philip H. Coombs, and the critical comments and enlightening discussions of Mr. A. C. R. Wheeler, an Associate Staff Member of IIEP, in writing this booklet, and also thank all the staff of the IIEP for their guidance.

(1) See Bibliography

1 THE DYNAMIC SENSE OF EDUCATIONAL PLANNING

Planning is used here in its dynamic sense. Apparently, it is sometimes considered in practice to be confined to the preparation of the plan. In such instances, the words planning and plan are being considered as the same thing. But this is only a static view of planning.

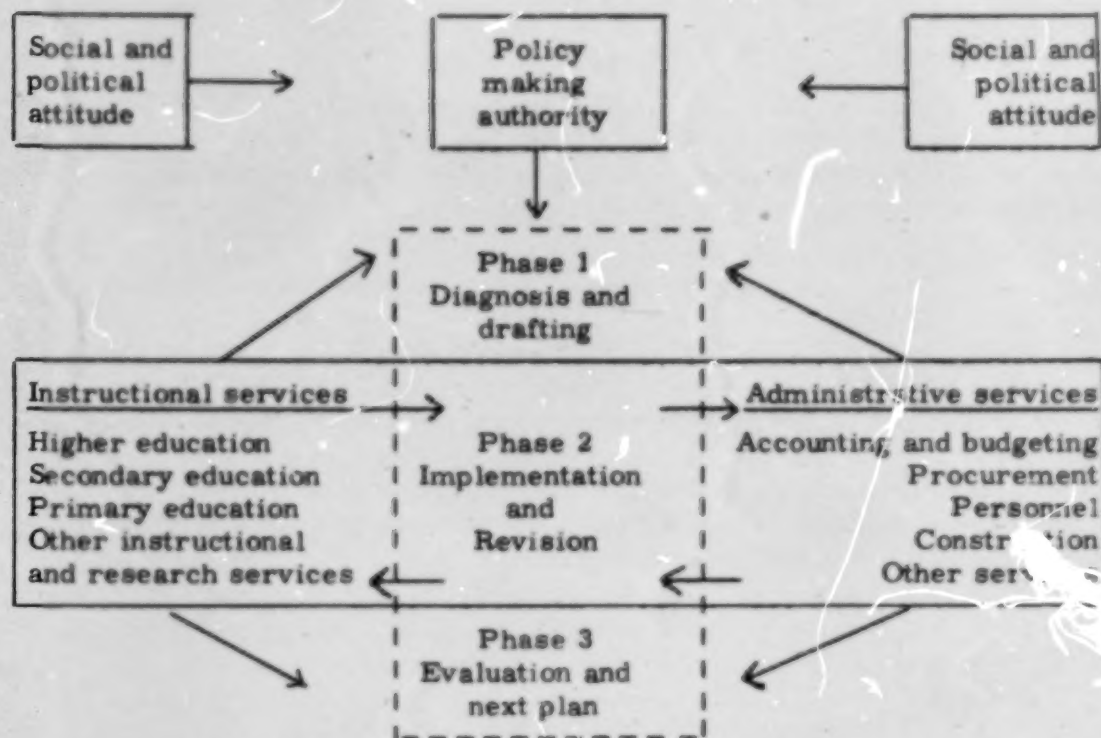
The planning process in its dynamic sense begins with the examination of the existing situation as a starting point and includes drafting, adoption, implementation, revision and evaluation as its necessary phases. Thus planning is not simply the preparation of a number of integrated projects and indication of future trends. It is in addition a mechanism which gives to the modern administrative system the character of responsiveness to change and growth. A plan serves as a guideline for the political and administrative system of a country in its efforts for development, and the planning process during the implementation phase is like a sliding scale which periodically adjusts the programmes to new and unanticipated situations.

As educational planning is concerned with the social, economic and manpower development of a country, it is by nature a complex process. This complexity is made greater by the fact that in the educational sector a major part of the inputs and outputs consist of human capacities and skills which are not as quantifiable as the inputs and outputs in the other sectors. Thus, educational planning has to face all the complications that derive from the capacities of human beings being a variable factor in the process of production. If we envisage, for example, the training of a number of workers during a certain time period, we can never be certain that all of them, after training, will contribute exactly the same productivity to the economy, since the productivity of an individual is of course only partly a function of his training.

The task to be performed by an educational system and above all by an educational planning body is multi-sided in its effects. An educational plan, on the one hand, should be integrated with a general economic plan to respond to trained manpower needs and, on the other hand, should help to improve quality and efficiency in the educational system and to introduce changes which will make the society more conducive to further economic and social development. That is, it should help to change the attitude of the people so as to make them more receptive to ideas and methods which raise their standard of living, and make them more co-operative in their efforts for development. Consequently, the planning body that prepares such a plan ought to have the means to influence the implementation of the plan.

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Diagram 1. The process of planning and ecological factors



Notes. The diagram shows the situation of a planning process in a society. Phase 1 - Diagnosis and drafting, takes place mainly in the planning body but usually needs outside approval. Other influences are mostly indirect. Phase 2 shows the implementation and revision of a plan. Here the administration takes over and it is through the administrative system that the plan passes towards its targets. How it reaches its goal greatly depends, other things being equal, on the appropriation and efficiency of the administrative system. In Phase 3 the planning process ends up in the planning body, where, as in Phase 1, the administration provides information and consultation for planners, but may not be directly involved with evaluation.

The dynamic sense of educational planning

In the above sense educational planning includes the implementation phase. Educational planners explain the process by distinguishing a number of successive phases. However, it is erroneous to think that these phases imply a rigid time sequence during the period of a plan. For purposes of clarification three phases are indicated in Diagram 1: Phase 1 - Diagnosis and drafting; Phase 2 - Implementation and revision; Phase 3 - Evaluation. The diagram is meant to show the position of a planning process in relation to administration and other factors affecting the process. While a planning body is responsible for planning, its involvement in various phases of planning is not the same.

2 CRITERIA RELATED TO THE ECOLOGY OF PLANNING

The criteria we examine in this chapter relate to factors which are outside the planning machinery proper, but provide the environment in which planning takes place. These factors may affect planning in all phases. Most of the diverting factors also originate from this environment. While in the drafting phase the educational planner, after having policy directives, can use his knowledge and judgment to shape the plan, in the implementation phase his control over the plan diminishes. In many cases, for instance in Afghanistan, the planning body is not involved in implementation. Implementation is considered as the exclusive job of administrative units. Therefore, the fate of the plan depends on a host of political, social and administrative factors which are active in this phase. I have distinguished the following factors as vital in the ecology of planning.

Political attitude

The political factor is one of the decisive elements in different phases of a plan. In fact, the success of some seemingly ambitious plans can mainly be accounted for by favourable political climates.

Political attitude towards planning is partly related to the types of political systems, the influence of pressure groups and the foreign policy of the government, and partly to the attitude of the national leaders. The more a government is democratic, the more effective might be the influence of public opinion and the consequences of people's attitude towards government. If the government is not willing or able to influence and change unco-operative attitudes, it might be difficult to raise revenue and implement a plan. Colin Leys says(1):

"In the more democratic countries of Africa, tax levels remain relatively low and this is something which has to be accepted as the price of democracy at a stage when the level of unity and the legitimacy of government in a country is somewhat low."

(1) African Affairs, Vol. 65, No. 258, London Oxford U.P. January 1966 (p. 32)

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In the developing countries where tribal and regional loyalties still dominate the people, it is difficult for their governments to introduce changes and implement projects which conflict with the political attitude of different tribes. Thus, the loyalty of people to governments, and the degree of acceptance among them that the government has a right to govern them and that they should obey and assist the government, are factors which affect the political conditions for planning. Mr. Colin Leys, while discussing the example of Tanganyika and sub-Saharan Africa, writes:

"The most obvious limitation is the small-scale loyalties of most citizens - the fact that they are habituated to the authority structure of a local area - of their own kinship group, clan, tribe, possibly their district or province. Secondly, many people have inherited distinctly jaundiced attitudes towards central government as such, and particularly in areas where the dominant party was not, prior to independence, very enthusiastically supported (e.g. in a formerly KADU controlled area of Kenya). Thirdly; there may be resentment of a dominant group in politics, either from a dominant region of the country, as is the case very markedly in Kenya, or a dominant élite group." (1)

The above situation is not favourable for centralized educational planning. In such underdeveloped countries, where feelings of regionalism and tribalism are strong, the diverting factors are more active in the planning process. In such cases educational planning should stress the nation-building aspects of programmes. That is, attitudes of the people should be reoriented to national unity and development. In Afghanistan such small-scale loyalties and tribalism have been dominant factors until the end of the 19th Century. But now such feelings have given place to nationalism and are no longer important factors.

The next element in the political attitude, as far as planning is concerned, is the foreign policy of a government and the expectations of the donor countries. Obviously, any policy which attracts more foreign aid for national development with reasonable terms is favourable to development. The kind of foreign policy which may be more conducive to successful planning and development cannot be generalized because the special advantages of a policy could only be judged on the particular circumstances that face each country. In one case a neutral policy may be the wisest path to follow while in another case alignment to a special power block may be the only choice. However, as far as educational

(1) African Affairs op. cit., (p.56)

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planning is concerned, the international stand of a country has a marked influence on the effective operation of certain external aid projects. The consistency of the educational system, common language and similar programmes of the donor country with those of the recipient country, make quite a difference in the effectiveness of the external aid and the success of the projects concerned. But if a country receives aid from sources where the medium of instruction, the educational system and the curriculum is quite different from those of the recipient country, it might incur a higher cost and get comparatively less benefit than if the language and other factors were common.

Another important factor is the stability of government. In underdeveloped countries a stable government is usually in a better position to succeed in planning. Obviously, frequent changes in government can cause unwarranted changes in a plan, and the commitment of the previous government may not be honoured. However, in a developed country where the administration is independent of political changes, development may take place in spite of such changes.

Finally, for educational planning to be successful in a country, the government, as a matter of policy, should be committed to development through planning and especially the development of education. Nevertheless, mere commitment will not be sufficient if the top politicians are not accustomed to the discipline of planning and are not willing to abide by the plan. So, the foremost element of this criterion is the belief of policy-makers in educational development through planning. If the political leaders are plan-minded and self-disciplined, and can resist personal pressures and are not swayed by favouritism, then planning can have the motive power needed in the phase of implementation.

In Afghanistan, after the regaining of independence (1919), it was increasingly felt by the national leaders that education was indispensable for the modernization of the country. Therefore, modern education was gradually expanded. This expansion and modernization was, at the beginning, faced with resistance by some groups, because some feudal and fanatical groups were still influential. However, as the central government grew stronger and communication, transport and direct contact with the outside world through radio improved, such negative influences diminished. The reforms made by the government and the successes achieved with the two Five-Year Plans have convinced the people of the usefulness of general planning and government intervention. Now, the elements which in the last century and even until three decades ago opposed state developmental and modernizing activities, are putting pressure to obtain priority for their regions in the Five-Year Plans.

The stability of the Afghan Government can also be considered a favourable condition for planning. The plan is not considered as a platform of one political party, but rather as a national task to be achieved. Until the promulgation of the new constitution in October 1343 (1964) political parties could not be formed, but the new constitution allows the formation of political parties. The present political tendencies suggest that none of the future parties would be against planning. The differences of the political parties, in this field, will concern the extent of coverage of the plan and not the choice between planning or no planning.

Article 34 of the new constitution provides that education is the right of all the individuals in Afghanistan and is to be provided free by the state for subjects of Afghanistan. According to this article, expansion of education is the objective of the state, and the latter is required to prepare and implement an effective programme for the balanced growth of education in all regions of Afghanistan. Guidance and supervision of education is the duty of the state. Where the facilities are provided, primary education is compulsory. The establishment and administration of institutions of higher and general education is exclusively the right and duty of the state. Private individuals can only establish specialized schools and literacy courses whose curriculum and conditions of establishment are regulated by law. (The level of such schools is not specified in the Constitution). The Constitution thus states the rights and duties of the state and individuals with respect to education. As regards the finance of education there is no clear statement. But it can be understood from this article that while the government is responsible for it, individual contributions are welcome.

As far as the foreign policy of the Afghan Government is concerned, neutrality has been the traditional policy. After regaining independence in 1919 the Afghan Government has consistently and firmly maintained its neutrality and independent judgment in international affairs. Consequently, in the field of planning also, the Ministry of Planning and Bureau of Educational Planning have advisers from different economic systems and nationalities, and they try to use the best of each one's experience. The atmosphere is appropriate for impartial planning and integrated use of external aid, and there is no single dominant external influence.

Of course, this situation has its difficulties too, but in the matter of planning, it seems to be conducive to serious planning. In fact, the multiplicity and diversity of donor agencies have made planning an imperative, for two reasons: (1) co-ordination of aids and their integration into the general development plan and (2) provision of justification for obtaining aid, since a reasonable justification for a request for aid is that the project concerned forms an integral part of the general development plan.

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In short, the political attitude is quite favourable for planning. However, the problem now is the pressure of demand and lack of resources to meet this demand. This may cause some diverting factors to affect planning.

Social attitude

The social attitude, as far as educational planning is concerned, is the function of peoples' attitude toward government planning and modern education, the social prestige of occupations, social demand for education and the social composition of the population.

It is essential for the educational planner to take into consideration the social classes and, if they exist, the caste system, the proportion of nomads and the type of school needed for them.

The attitude of the people to planning and to modern education is one of the factors which should be considered in appraising the environment for planning. In some societies where private education constitutes the major part of the educational system, and where people, due to different reasons, are too conservative and opposed to public planning, it may be difficult to implement a socialist type of plan. Similarly, the implementation of projects and curricula, which conflict with people's beliefs might cause trouble. The social prestige of different occupations affects recruitment of some types of personnel, teachers for example, and the intake of students in some vocational schools. In such cases, additional measures may be needed to facilitate the implementation of the plan. However, social attitude changes as modern education expands. In Afghanistan, for instance, the attitude of people towards modern education and planning has greatly changed compared to three or four decades ago. Since the major efforts of the government to develop the country started with planning, the words plan and planning imply, to the people, development and improvement in their living conditions.

The success achieved in educational expansion and the benefits of education to those who received it have made quite a difference. There have been cases where the sons of poor farmers who were registered in the schools got important government posts after graduation, while the well-to-do people or the rural chiefs who had kept their sons from being registered in the school found their sons in a socially and politically inferior status to that of the graduate sons of their farmers. Therefore, people are now more receptive to modern education than before, and private contributions for the development of education have gradually increased. Nevertheless, in some rural areas people are still not willing to send their daughters to school.

Another problem in this category is the unattractiveness of the teaching profession, especially in first and second level education. School graduates prefer administrative jobs rather than teaching posts. The relative salary level of teachers is higher, but the difference is not big enough to make up for their limited power in local government. Similarly, the occupations concerned with manual work are not attractive to students. This fact partly explains the difficulties encountered in the recruitment of students for vocational and teacher training institutions.

As far as the social classes and castes are concerned, there is no problem. The caste system that exists in India is alien to Afghan society. Education is free and open to all people. However, the disparity between regions in their educational development is great. The provincial distribution of rates of enrolment in 1965, for instance, showed a range of 4.2 per cent to 82 per cent. The average enrolment rate for boys, in the same year, was 32.5 per cent but for girls was 6.3 per cent. The national enrolment rate, including nomads, was 16.1 per cent of the primary age group. The main factors responsible for this imbalance, besides the recentness of educational development, have been the unfavourable social attitude in the past, and lack of resources at present. The way of living of the nomadic population is another problem. Out of the 13.8 million estimated population in 1960 2.4 million i.e. over 17 per cent of the total were estimated to be nomads. The government has been providing a type of mobile school for these people and the position in October 1967 is shown in Table 1.

Table 1. Nomads' schools (October 1967)

Provinces	Number of schools	Enrolment
Badghis	1	30
Zabul	2	46
Ghazni	5	91
Kabul	9	228
Paktia	9	191
Total	26	586

Source

Taken from reports of provincial directors of education. Department of Planning. Ministry of Education, Kabul

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The government provides a tent, one teacher and some teaching equipment for these three - grade nomad schools. The schools are supposed to move with the families of the pupils. But all the families who have temporarily settled in one area and have their children in the school do not move at the same time. Thus, even the mobile school is not a satisfactory solution. The number of schools recommended by the Ministry to the provincial directors was greater than the total shown in Table 1 but some of them did not function, and were abandoned. Some boarding schools have been envisaged in the third Plan in which the nomads' children will have a share. But boarding schools are very expensive. The current and capital cost of one boarding student is about the same as that of one village school with thirty students.

The role of the Ministry of Education or the national authority for education

The status of educational planning also depends on the effectiveness of the role of the Ministry of Education, or any equivalent agency (in the case where there is no Ministry of Education), in the educational system. Since the national educational planning organizations, if they exist, are usually located in this agency, the coverage and effective implementation of the educational plan also partly depends on the position of this agency. In a country where the Ministry of Education is responsible only for a part of the educational system, or where the educational system is financed and directed by several independent sources, the environment for educational planning is quite different from that of a country where the whole system is under the control of the Ministry of Education. Where the private sector of education is strong, or different types of education are controlled by different agencies, co-ordination and planning may be a major problem. In Finland, for example, the Ministry of Education is not concerned with the administration of schools, different types of education are controlled by different ministries and agencies, and the National School Board is responsible only for general education.

In Afghanistan all the schools are state schools. There is no private school system. Private education is confined to teaching children the Holy Koran, and to the unorganized training of mullas (Moslem priests) in the Mosques, which is insignificant when compared to the whole educational system.

Therefore, practically all schools and educational institutions are state-owned and administered. Administration is centralized and the government provides and maintains school buildings, prescribes and supplies all textbooks and equipment, and trains and appoints teachers. The actual educational institutions

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and the development of education are wholly financed by the government. The local authorities are the provincial directors of education appointed by the Ministry of Education. Foreign assistance is received by the government and used in accordance with the plan and the project-agreements. Private financial or material assistance is recent. However, the amount of private assistance is very limited and in no case entitles donors to administer schools, because, as already indicated, according to the Constitution, specially in general and higher education, this is the duty of the state. Thus, the position of the Ministry of Education in the educational system is very strong.

Orientation of the administrative system to development planning

The planning process and machinery cannot be isolated from the administrative system. It is a part of the administrative system and the planning process takes place in this system. Figuratively speaking, the administrative system is the soil in which planning grows and lives. Therefore, for an educational plan to be successful it is necessary that the administration is planning-oriented and efficient, so that it can cope with the various complex administrative problems that are usually brought about by development planning. As one authoritative writer says:

"..... poor countries can afford administrative inefficiency even less than the richer ones. Defective tax systems and tax collection may reduce the amount of funds available for development investment, outmoded budgetary procedures result in the mis-allocation of scarce resources, and archaic and time-wasting administrative practices slow down the disbursement of available funds for development projects and programmes". (1)

In many of the underdeveloped countries the existing administrative systems are inherited from the past when they were not designed for development planning. In some cases, even when a planning unit has been added to a ministry it has been grafted to it rather than been developed with the growth of administration and research. Thus planning units are created without, at the same time, introducing corresponding changes in administrative procedures and practices.

(1) Waterston, Albert: Development Planning, John Hopkin Press, 1965 (p. 252)

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For educational planning purposes, we call an administrative system development-oriented when the following developments have occurred:

Existence of a general development planning organization equipped with qualified staff and reliable information.

Adjustment of the rest of the administrative system to the requirements of planning by the introduction of: such personnel practices as provide incentives for the qualified officials; a budgetary procedure which responds to the speed and flexibility required by development planning; and a favourable administrative attitude to planning.

A favourable administrative attitude may be said to exist where the administrative units make it a part of their routine job to collect objective, itemized and clear information on cost and finance, to supervise the implementation of the plan, to regularly report on the progress of the projects, to anticipate their expected resources and needs and to programme their activities as far as the implementation of the plan is concerned. Similarly, a degree of delegation of authority to prevent congestion of decision-making strengthens such a favourable attitude.

In Afghanistan, in the last decade, important steps were taken to improve the administrative system, yet there is much more to be done before the administrative system can be called development-oriented. It was in 1957 that the Ministry of Planning was established, and later on planning units were set up in other ministries concerned with development plans. In the course of the first Five Year Plan the Ministry of Planning gradually recruited its staff. Now it has an expatriate advisory group consisting of experts of different nationalities, mainly from the Soviet Union, the United States and the Federal Republic of Germany. The Ministry of Planning is still suffering from lack of qualified personnel. As to its authority, it is on the same footing as the other ministries. Nevertheless, as far as the capital budget is concerned, the Ministry of Finance disburses requests only after agreement by the Ministry of Planning. The Ministry of Planning has a section for social services which is responsible for the part of the plan concerned with education, health and rural development. There is a section for manpower and a department of statistics in this Ministry. However, since no general population census has yet been taken, and as other sources for the collection of statistical data on economic and manpower aspects are not yet well developed, this department also is not a dependable source of data for the educational planner. Nevertheless, the importance of research has been recognized and some studies on manpower and resources have already been started by the Ministry of Planning.

As regards the adaptation of the rest of the administrative system, even though some improvements have been made, it is still lacking the qualities required by planning. This is borne out by the fact that each year the implementation

of a number of projects is partly hampered or delayed by time-consuming administrative procedures, lack of programming in the units concerned with implementation, congestion of decision-making at the centre, and so on. Most of the government departments seem to be overstaffed with lower rank unqualified personnel, while the senior posts for qualified personnel may be either vacant or staffed with underpaid personnel. The Ministry which contains the educational planning machinery, that is, the Ministry of Education, is a good example of this problem. The number of administrative personnel as compared to teaching personnel is proportionately very high. To illustrate this we may compare it with a developed country where the enrolment of the primary age group is 100 per cent. Table 2 compares the relative number of administrative and non-teaching personnel to teaching personnel and average P/T ratios between Afghanistan and France.

Table 2. Comparison of administrative and non-teaching personnel to teaching personnel and average P/T ratios between Afghanistan and France

Country	Total admin. and non-teaching personnel in educ. (1)	Ministry of Education (2)	Total number of teachers (3)	Total enrolment (4)
A. Afghanistan (1967)	2 800	860	11 800	506 000
B. France (1965)	68 800	1 730	363 800	11 221 000
Comparison of ratios:	A-1 : A-3 = 1 : 4 B-1 : B-3 = 1 : 5		A-3 : A-4 = 1 : 43 B-3 : B-4 = 1 : 30	

Note. Figures in the first two columns are made comparable. In A-3 and A-4 village school's enrolment and teachers belonging to Rural Development Department are not included, and in A-1 and A-3 the relevant figures for the University are estimated at 260 and 300 respectively.

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There is thus a relatively greater number of administrative staff compared to teaching personnel in Afghanistan than in France. In spite of the great number of administrative personnel the process is very slow, and a number of essential functions such as collection of data on cost are not usually and regularly carried out. According to the findings of an expert of administration(1), to get an article from the depot within the Ministry involves seven different offices and requires fourteen actions and twenty signatures. Purchasing things from the local market takes even more actions and signatures.

These facts considered together with too much concentration of authority and lack of qualified personnel account for the inefficiencies of the administrative system. Another important factor which contributes to inefficiency is the present rigid pay-scale system which is insufficiently flexible to permit the recognition of special merit within the same grade. The salary scale, as a whole, for highly qualified posts is low. Consequently, most of the highly educated personnel supplement their income by finding an additional job or doing overtime work for another institution.

From the point of view of planning requirements a centralized administrative system is useful for Afghanistan, but within this centralization some degree of deconcentration and delegation of authority is necessary. This delegation of authority may help to accelerate the implementation of projects and may increase the sense of responsibility and initiative of senior officers. In fact, delays are partly caused by congestion of decision-making at the centre. More authority ought to be delegated to the senior central and provincial officials to allow them to spend funds within the planned targets and approved allocations.

(1) Renoux (Unesco planning team),
Kabul, 1966

3 CRITERIA RELATED TO THE APPRAISAL OF THE SCOPE AND MACHINERY OF EDUCATIONAL PLANNING

While in the second chapter we dealt with criteria which concerned the environment for educational planning, in this chapter we want to throw light on the factors affecting the development of the machinery and the comprehensiveness of educational planning. Two sub-categories are relevant here: (1) Organization and personnel; and (2) Coverage.

Organization and personnel

The form and extent of an educational planning organization depends on the ecological factors of planning and the comprehensiveness of an educational plan. Nevertheless, whatever the size and the name of such an organization, its structure and job description should correspond to the following basic lines of planning activities diagnosis of the educational situation and trends, drafting, revision and evaluation of the plan. This implies that such a body should have sections for statistics and research, a documentation section, planning and liaison with the operating units to enable it to co-ordinate the activities concerned and to revise, whenever necessary, the plan in the course of implementation.

In other words, a planning bureau, like any other similar enterprise, should have a functional organization. However, the effectiveness of such an organization depends, to a great extent, on the following criteria:

An effective mechanism of co-ordination. This could be had through the establishment of liaison arrangements or regular meetings between the heads of departments concerned, or through ad hoc committees. The more effective this mechanism the better will be the position of the planning department.

Authority to influence the implementation of the plan. In order to ensure that in the implementation of a plan the order of priorities is taken into consideration, the department of educational planning should be able to direct the execution of the projects through control of budgetary allocations.

Qualified personnel. For a planning department beginning operation, one general planner, a statistician, an accountant and a number of specialists (such as experts on vocational, secondary and primary education etc.) and clerical personnel, depending on the coverage of a plan, are needed. They should not only be qualified, but also know how to maintain and promote co-operation between the departments concerned. To appraise the personnel of

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the organization one must first assess the requirement for such personnel in the case in question, and then see what proportion of the need is actually available.

Coverage

The status of educational planning and its development also depends on its coverage. Educational planning in most cases has started from one point, and then grown to cover wider areas and new phases.

Often planning has been confined initially to the preparation of the plan, or it has been limited to just one level or type of education, or to the public sector. Then, in the course of its progress, it has covered other areas or been extended to the phase of implementation. For appraisal purposes, we may use the following classification:

Overall educational planning. By this we mean the planning process which includes all levels and types of education in the country.

Partial educational planning. This means a planning process which includes one sector, or level, or type of education, or one phase of planning e. g. drafting. As long as it does not include all levels and types of education in both private and public sectors it could be considered as partial educational planning.

Planning in underdeveloped countries has different degrees of coverage. However, the wider the coverage of a planning system, the better is the situation for maintaining co-ordination and integration inside the educational system and with the general development plan of the country, since the planner can see the interrelations and interactions of different parts better when he is concerned with the whole rather than just a part of the system.

The appraiser of educational planning should realize that the quantity and quality of personnel and data may differ to some extent according to the degree of coverage of planning. For instance, partial planning which covers only primary education does not require the same quantity and quality of personnel and information as needed for a plan which covers all levels of education.

Coverage of time (long-term, medium-term and short-term plans). The coverage of a plan has another dimension also. That is, the time periods covered. Although it is very difficult to envisage changes in a distant future, say for more than ten years, and make reliable long-term projections, nevertheless, such projections are useful for planning purposes, because they indicate, at least roughly, the future trends and, if accepted by the government, also the

The scope and machinery of educational planning

future policy of the government. So the existence of a long-term plan (covering more than ten years) or a medium-term (covering between 5 to 10 years), in addition to a short-term plan (5 years or less) may be considered as a sign of progress of planning in a country.

Scope and organization of educational planning in Afghanistan. Educational planning in Afghanistan covers all types and levels of education in the country. The only institutions left out are the informal teaching of the Holy Koran and religion in the mosques and some specialized courses run by other ministries. The planning of first and second levels of education and some institutions which go beyond grade thirteen is done in the educational planning department of the Ministry of Education. Universities plan their own development. However, in the process of planning the planning unit of the university is supposed to be in contact with the planning department of the Ministry of Education, and whenever necessary meetings are held to discuss the problems which concern both. Other ministries such as the Ministry of Agriculture, Ministry of Finance, Ministry of Communication and some other departments have some specialized courses, mostly of secondary level. As far as training of skilled and intermediate manpower needed for development projects, beyond the capacity of the educational system, is concerned, it forms a part of the projects concerned. The co-ordination of all these is the function of the Ministry of Planning.

There is also a long-term plan, but this is concerned only with projections of enrolment rates and approximate costs. The long-term plan which was prepared by the Unesco regional advisory team in 1965 was the result of the recommendations of the 1962 Tokyo meeting of Ministers of Education of the Asian Member States of Unesco. The projections of this plan extend until 1980. It covers all levels of education and is integrated into the framework of national plans of economic and social development.

The Bureau of Educational Planning. After the first Five Year Plan was launched and the Ministry of Planning established, the need of a liaison office with the Ministry of Planning was felt in some ministries. In order to maintain such a liaison, the Ministry of Education set up a Board of Planning with a secretariat which worked also as a liaison with the Ministry of Planning. The Board of Planning was to be presided over by the Minister of Education and its members consisted of the heads of departments of the Ministry of Education and the rector of the University. The secretariat of the Board, started work under the direction of an experienced educator and sociologist. The name Board of Planning was, in fact, a misnomer. However, this name lasted until recently when it was changed to the Bureau of Educational Planning. *

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The secretariat of the Board of Planning was set up in 1339 (1958/59). In 1341 (1960/61) the directorate of statistics was made a part of this department. In 1961/62 a Unesco advisory team came to advise the Ministry of Education in various educational problems, especially educational planning. Of course, this was not the first Unesco team, but this one was more concerned with planning. Since 1964 a Unesco planning team consisting of six experts has been stationed in this department. With the assistance of this team the organization of the Bureau of Educational Planning obtained the minimum strength needed for educational planning in the actual stage of the development of the educational system.

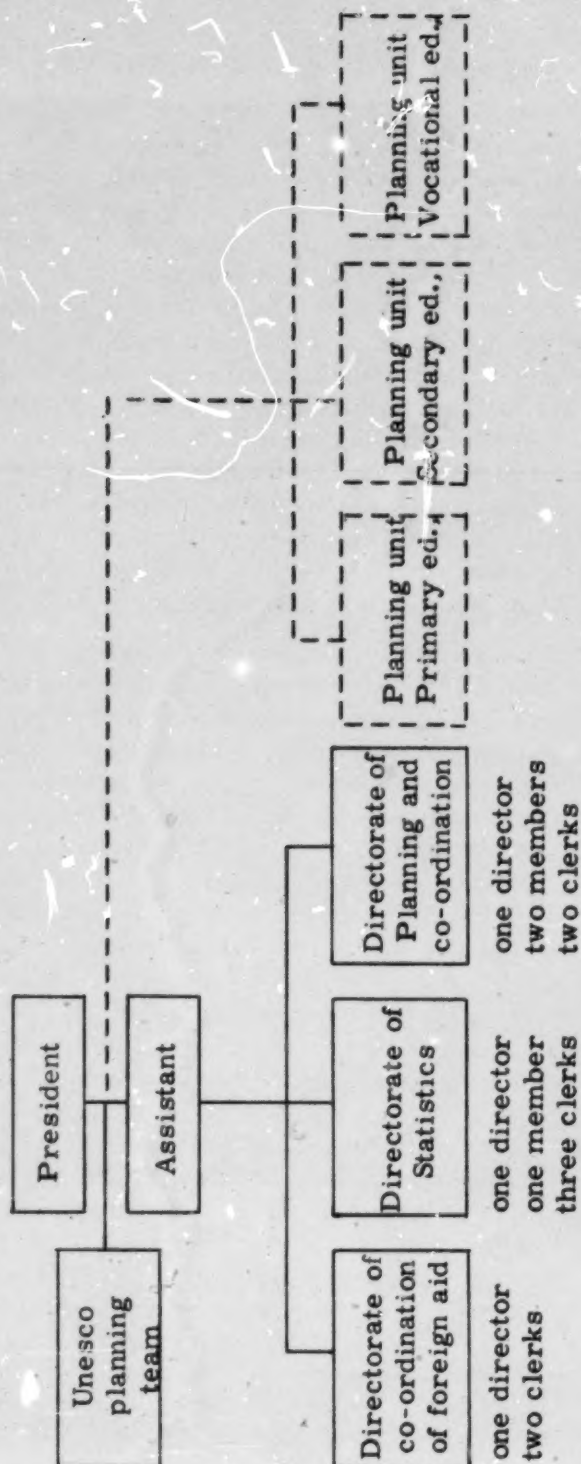
The Bureau of Educational Planning is charged with the following functions: Planning the development of education, excluding the University; Negotiation and co-ordination of foreign aid to education; Liaison between the Ministry of Education, University and the Ministry of Planning.

The University of Kabul has its own directorate of planning. Nevertheless, it is supposed to be in contact with the Ministry of Planning through the Bureau of Educational Planning of the Ministry of Education.

The role of provincial directorates of education. Presently, these local authorities are not involved in plan preparation. However, their role in planning is very important. The Bureau of Educational Planning depends on these local directorates for information and they have a major part to play in the implementation of the Plan. Until March 1967 they neither had a planning unit nor did they carry out any planning or programming. Recently, in order to strengthen the provincial directorates a seminar was organized by the Bureau of Educational Planning in which one inspector from each province participated. These inspectors will act as the correspondents of the Bureau of Educational Planning. It is expected that these correspondents will constitute the nuclei of local planning units. In the annual seminar of the provincial directorates of education (organized by the Ministry of Education) which was held in October 1967 in Kabul, more authority was delegated to the provincial directors in plan implementation. They are now authorized not only to decide upon the location of primary and village schools but also to upgrade primary schools to middle schools within the quota annually provided in the plan for each province.

Moreover, through the process of budget preparation, the provincial directors also make their needs felt by the central authorities, by preparing and sending the annual proposed current budgets for their schools. These proposals are taken into account by the departments concerned in preparation of the total annual current budget of education.

Diagram 2. Organigram of the Bureau of Educational Planning 1966-1967



Note. The three planning units shown with dotted lines are under the respective departments of primary, secondary and vocational educations. They are liaison units between the Bureau of Educational Planning and the other departments, concerned with the plan, in the Ministry of Education.

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Mechanism of co-ordination. Co-ordination is usually managed in two ways:

(a) by the activities of the planning department with respect to the allocation of development budget and negotiations in the process of preparing the plan, and (b) through meetings and ad hoc committees set up exclusively for solving such problems. The second method is the more common. However, no definite rules and procedures exist for such meetings and no single bureau is responsible for the records, which do not usually exist. Consequently, the effectiveness of such measures depends much on the attitude and work habits of responsible high officials. As to the activities of the planning department for co-ordination purposes, the problem is that sometimes they may be construed as interference in the affairs of other departments. As far as the co-ordination of foreign aid is concerned, recently a section has been formed in the planning department to take care of this. However the first survey made by this directorate shows how complicated the job is, because the diversity of the sources of foreign aid makes comparison and accounting difficult.

The share of foreign aid in Afghanistan's development is very important. In the first Five Year Development Plan, for instance, out of 8 371 million afghanies spent on development 57 per cent came from external aid (including loans)(1). Foreign aid to education is also substantial. In the third Five Year Plan, for example, 1 953 million afghanies or 18.3 per cent of the total estimated development expenditure envisaged for Five Years will be foreign aid. (2) This figure does not include the amount of aid provided for training and some current expenditure in vocational and teacher training schools, nor is the University included. These aids come from different sources with dissimilar terms. The multiplicity and diversity of foreign aid presents some problems for planners. To mention a few, policies of donor agencies, their fiscal years, their ways of recruiting experts are in some cases conflicting. These differences render integration of aid with the plan and co-ordination of projects concerned difficult. The directorate of foreign aid in the Bureau of Educational Planning, which is charged with the survey of foreign aid but is not in direct contact with the donors, has experienced such difficulties. The foreign aid is originally negotiated and co-ordinated by the Ministry of Planning. Recently foreign assistance has been made an integral part of the development plan.

Status and authority of the Bureau of Educational Planning. Functions of this bureau have already been mentioned. The bureau is of equal status with the other main departments such as the department of primary education etc. It

(1) Unesco regional advisory team. Report on 'Long-term projections for education in Afghanistan'. Bangkok, 1965, (p. 43)

(2) Source The third Five Year Plan of Education. Kabul, 1967

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is not involved with implementation. However, the requests for the quarterly allocations of the development budget, and the discussions on the development budget are handled through this bureau. On the distribution of a quarterly allocation to various projects the bureau is consulted, but its views are not binding on the operating units.

Evaluation of personnel. Since its inception the Bureau of Educational Planning has been suffering from lack of qualified personnel. From the beginning it has had only two or three qualified senior officials. In fact, the bureau needs thirteen qualified personnel of different backgrounds (not including the clerks who also need more training). Six of these will have to be experts to replace the Unesco planning team, and seven others of the following types [two of which (i. e. 15 per cent of the requirement of the department) are available, and the others must be trained]: One experienced and qualified planner; One qualified planner and one economist (one to be assistant chief and the other as the director of planning and co-ordination); One qualified accountant; One qualified programmer; One statistician; One member trained in finance and specially in matters related to foreign aid.

It may be pointed out, here, that the above personnel structure does not involve additional recruitment. It means that the present staff occupying the corresponding posts be trained or replaced by persons of such qualifications. The six experts who will replace the Unesco planning team will work in co-operation with the other departments in matters of research related to their line of activity. In other words, the experts in their research will not only provide information for planning purposes, but will also help the departments concerned in their field of specialization, as is presently done by the Unesco team.

When the Unesco assistance for educational planning phases out, a research section may be added to the department of planning where the national team will continue the work of the Unesco team.

As for the links between the Bureau of Educational Planning and the units and departments concerned with implementation, the present situation is not satisfactory. This may be borne out by the problems arising out of progress reports, supervision of projects and statements of expenses and so on. To improve this situation the following measures need to be taken:

Introduction of improvements in the forms and procedures of allocation of budget and reporting of expenditure in view of adapting the accounting system to the demands of planning for objective administrative information.

Designation of senior officers in the implementation units as the liaison between the Bureau of Educational Planning and the projects.

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Table 3. Long-term training need for the promotion of educational planning
in Afghanistan

Planning personnel by functions	Agencies needing ed. planning personnel						Level of training			
	Bureau of Planning	Other Depts. of Min. of Ed.	Provincial Direc- torates of Education	Teacher Training Institutions	Directorate of Social Services	Faculty of Education	Directorate of Planning	IIEP or higher	Regional institutes	National courses
Educ. planner (Generalist)	②	④	28	⑩	△	①	①	14	5	28
Ed. finance accounting	②	①	29	⑩	①	①	①	5	3	29
Educational statistician	①	△	29	⑩	△	①	△	11	1	29
Primary education expert	①	△						1	1	
Secondary education expert	①	△						1	1	
Vocational education expert	①	△						1	1	
Higher education expert	①	△						1	1	
Manpower expert	①	△						1	1	
Teacher training expert	①	△						1	1	
Administration expert	①	△						1	1	
Economist	①							1		
Schoolbuilding exp. (Architect)		②	28					2	28	
Subtotal	13	14	114	20	3	1	3	40	42	86
Grand Total	168									

Key: Level of training: ○ IIEP or higher, △ Regional institutes, □ National courses
Note. The above training does not mean additional personnel, but more training for the present ones or replacement and training

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Regular supervision and study of the progress of the plan by the Bureau of Educational Planning.

In order to realize the above improvements in the Bureau of Educational Planning and the other departments concerned with planning, and to promote educational planning in the country, a long-term training need of the following nature and size might be considered. (See Table 3, page 30).

4 CRITERIA RELATED TO THE PROCESS OF EDUCATIONAL PLANNING

While in the second and third chapters we were concerned with environment for planning, the planners, and their scope of activity, in this chapter we deal with the process itself. The question before us is - what are the criteria according to which we can appraise the status of the process of planning itself? In other words - has the plan in question the basic requirements to make it a sound and feasible plan, how has a previous plan been implemented and what were the bottlenecks, and are measures provided to do away with the bottlenecks?

For the purpose of such an appraisal the following criteria are important: Availability of reliable data; Technical adequacy of the plan; Integration with the general development plan; Method of implementation; Continuity and flexibility; Identification of bottlenecks and indication of a strategy.

Relative availability of reliable statistical data for assessing and diagnosing the present situation and future trends

In order to expect planners to make a realistic plan, a certain amount of statistical data is needed. The minimum essential data needed are: (1) stock and flow statistics of the educational system such as enrolments, number of teachers, rates of promotion, retention and drop-outs etc.; (2) the educational facilities such as buildings and equipment; (3) manpower situation and requirements; (4) cost and price data and (5) financial resources.

Before starting to plan, the above data should be collected and analysed. However, it should be pointed out that the usefulness of such data depends on the following characteristics of the data: Accuracy; Coverage; Comparability and clarity. Data, having such characteristics and received on time, would be considered reliable.

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Availability of data in Afghanistan

For a realistic plan the following categories of data are needed in Afghanistan. First, data on the educational system. Secondly, data on population and manpower. Thirdly, data on foreign aid. Fourthly, objective administrative information such as costs, actual expenditure, and inventory of equipment and buildings.

Out of these categories of data, only the first has reliable and satisfactory data available. At the time of drafting the first and second Five Year Plans the amount of statistical data on education was very limited. No study was made on the rates of flow and wastage. The rates of drop-outs and repeaters were estimated on the basis of experience in the examinations in some schools. Since 1964 more efforts have been made, with the assistance of Unesco experts, to improve the statistical forms and collect more data. An important step was a comprehensive survey of teachers. At the same time some studies were undertaken by the Unesco planning team, the results of which are published in two publications. (1)

The existing data for the second category of information are rough estimates and not reliable, because, until now, no general census has been taken in Afghanistan. Therefore, the population, age group, GNP and national income are all estimated. There are different estimates for the same item in one year. For the total population, for instance, there are four different estimates for the year 1960, namely 8 million, 11.5 million, 12.3 million and 3.2 million. (2) Similarly, GNP is estimated at 31 billion afghanies and 38 billion afghanies. Thus, any comparison of educational data with population and gross national product seems unreliable.

Foreign aid has a significant role in educational development in Afghanistan. As already mentioned, a section for the co-ordination of foreign assistance has been added to the Bureau of Educational Planning. The experience of this section in making a survey of foreign aid proved that the collection and analysis of data on foreign aid is much more difficult than it seemed at the outset. The difficulties arise mainly from the incomparability of the data, and in some cases from the lack of complete records of the aid received. A summarized picture of foreign aid is given in Appendix V.

(1) See Bibliography: 'Education in Afghanistan 1964' and 'Suggestions on educational development'

(2) Unesco regional advisory team: Long-term projections for education in Afghanistan. Methodological appendix. Bangkok, 1965

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The category of data called 'administrative information' is not satisfactory. The reasons for this have been given under the ecological factors (orientation of administration to planning). While the budget approved can be broken down to projects and units, the breakdown of the actual expenditure by project cannot be obtained.

Another general difficulty experienced in collection of data is the lack of timing. Because of administrative delays, inefficiency of the communication network and a different academic year in some provinces (hot regions and cold regions) data are not received at the same time. Consequently, because of this, sometimes some data may not be comparable.

Technical adequacy

Checking a plan for technical adequacy is a matter of evaluation before implementation. Here, we use the term in this sense. To find how technically adequate a plan is, one has to examine the contents of the document called the plan, and see how far the projects contained in it are consistent with each other. A document called the educational plan should have the following features:

A clear and analytical picture of the actual situation of the educational system and its future trends.

The assumption and policy statements on which the plan may be based.

A clear set of internally consistent and detailed projects and targets with their educational and financial implications,

Indication of bottlenecks and priorities.

To check a plan for technical adequacy, the following method may be useful:

Check the form of the plan to see if it contains the above features.

Then check the targets with assumptions and policy statements.

As far as the third and fourth features (above) are concerned - that is clarity, internal consistency, and detail of projects and their implications - an ideal plan document should at least explain all the targets and projects and their implications: (a) by year; (b) by project; (c) by region or province; (d) by type and level of education; (e) by type of expenditure. Similarly, the human and material resources available to achieve the targets and their feasibility, as far as administrative capacity and time are concerned, ought to be shown.

So the method to examine this aspect of technical adequacy would be to cross check the different facets of the plan and prepare a number of balances which show the consistency of the means and ends and the bottlenecks, if any. If

such balances do not already exist in the plan, or the information needed to prepare such balances cannot be obtained from the plan document, then this is one sign of technical inadequacy.

Technical adequacy of the educational plans in Afghanistan. When the first Five Year Plan was drafted, a planning organization did not exist. Moreover, the shortage of qualified planners and lack of data were then more severe. Therefore, the educational plan which formed a chapter of the general development plan consisted of a list of projects most of which were arbitrarily decided upon. The Plan did not include an analysis of actual situation, and the trends of the educational system and many other basic questions which a plan should answer were not answered or clearly stated. In the second Five Year Plan, a little improvement was made, and the document called the second Five Year Plan of education had a statement of policy and then a list of projects with some indication of their size and implications. The relative importance of the projects in the whole Plan and their total cost were given.

In the third Plan, due to improvements in the availability of data and increased Unesco technical assistance, this aspect of planning has greatly improved. When the third Five Year Plan was being drafted, first a report was prepared by the Bureau of Educational Planning. This report contained an analysis of the existing situation and the future trends of educational expansion. Then this report was submitted to the council of the Ministry of Education and after getting their comments, the first draft of the Plan was prepared and then sent to the Ministry of Planning for consideration. The final draft was prepared after the Ministry of Planning studied the first draft and fixed the ceiling for the development budget of education.

For purposes of illustration of the method of appraising technical adequacy, we use the third Five Year Plan. Here, in a few tables, I shall try to show the targets, teacher demand and supply and teacher and student balance and a financial balance of the Plan. The University is not included because it has its own plan which is not included in the Five Year Plan of the Ministry of Education. Therefore, this analysis concerns only the first and second level education together with institution directly under the Ministry of Education. However, the projects of womens' welfare society, school equipment factory, the Ministry centre and Pashto Academy are excluded.

The third Plan recently published contains an introduction on the economic significance of education, a statement of policy and objectives, a series of tables on population and enrolments in the second Plan, norms in the third Plan, and a number of tables on targets and estimated costs of the third Plan's projects, some tables on the expansion of education in the first and second plan and school maps for all provinces.

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Comments on the technical adequacy of the third Plan. As far as the form of the Plan is concerned, it has greatly improved in comparison with the previous plans in as much as it has approached the feature proposed above. The school maps and detailed estimates of cost for each project given in the Plan will make programming much easier. However, it may be pointed out that though the third Plan has analysed the questions concerned, the analysis does not seem to be complete and thorough. The problem of shortage of building and equipment, for instance, and the material and financial resource and other measures to deal with it have not been analysed. This may partly be due to lack of data. Nevertheless it needs to be shown how administrative capacity will be supplemented by the co-operation of other agencies to carry out a task which in comparison with what has been done in the past seems ambitious, though urgent.

The statement on the basis of planning gives the norms for the establishment of new schools. The main principle underlying these norms is the policy of balanced growth of the school system. All the provinces which do not have a lycée will get one, regardless of the number of students graduating from their middle schools. The rest of the lycées will be distributed according to the planning prerequisites for the establishment of such schools. It is said that the vocational schools are to be expanded and increased in accordance with the manpower needs, but the balance for such a manpower need is not given. The qualitative and social aspects of the expansion in education, rural education, problems of contents and diversification of schools and their orientation to the changing economic, social and political conditions of the country are not discussed. There are no provisions for extra-curricular activities for the new schools.

Projects and targets of the third Five Year Plan of Education. The third Five Year Plan of Education consists of the plan of the University and of the other projects directly under the Ministry of Education. The latter includes five projects namely: (a) primary education, (b) secondary education, (c) vocational education and teacher training, (d) the Ministry centre (which covers the improvement of facilities of some institutions like Pashto Academy and the Ministry itself), and (e) the women's society.

The total estimated development cost of the third general development plan amounts to 33 billion afghanies in five years. The relative share of the above educational projects in this total is 1 953 million afghanies including foreign aid. Out of the total for the five projects 96 per cent is for primary, secondary, vocational and teacher training and only 4 per cent is anticipated for the other two projects, which are mostly supplementary to the previous ones.

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The tables and comments which follow do not include projects (d) and (e).

Table 4 shows the enrolment ratio attained at the end of the third Five Year Plan will be 22.6 per cent for the age group 7 to 12, 6.4 per cent for 13 to 15, and 2.6 per cent for the age group 16 to 18.

As regards the teacher supply, it is stated in the Plan that out of 9 780 teachers needed, about 9 190 will be supplied by the educational system; and thus, the shortage will decrease from 1 930 to 590.

Table 6 shows an excess of supply of 424 teachers. However, the Rural Development Department (which is not under the Ministry of Education, and is not covered by the Five Year Plan of Education) also expects to employ graduates of the emergency normal schools. Besides, in view of the fact that 61 per cent of the supply of primary teachers come from the emergency programme the latter can be reduced.

The estimated cost and financial balance of the projects of primary, secondary and vocational education have been shown in a summarized form in Tables 7 and 8. The Plan contains a series of tables concerning costs of each project. While the afghani component of cost is clear, the breakdown for the dollar cost is not very detailed. Out of the total afghani cost, 41 per cent goes to primary education, 22.5 per cent to secondary and 36.5 per cent to vocational. Most of the foreign aid is for vocational education. Out of the dollar component of the total cost, 97.01 per cent is for vocational schools, and less than three per cent for primary and secondary general schools. The Plan has also indicated the number of new schools by provinces, by year and by type of schools. However, due to the limitation on the size of this paper these aspects will not be discussed.

Integration of the educational plan

Integration is a comprehensive concept. In its broad sense, it implies that educational plans ought to be compatible with and respond to the development requirement of the country in its administrative economic, social, geographical and ideological aspects. Thus, in order for an educational plan to be considered integrated, its targets should be in harmony with the regional, economic, social and manpower requirement and fitted to the available resources. Moreover, to attain this level of integration, the educational planning process ought to be integrated with the policy-making and administrative system as a whole.

Thus, integration has an administrative and political aspect; an economic and financial aspect; a manpower aspect; and a social and regional aspect. In the following paragraphs these aspects are explained, but due to the limitation of
(continued on page 43)

Table 4. Targets of the third Five Year Plan of Education 1346-1350
(March 1967-March 1972)

Primary, secondary general and vocational excluding universities

Projects	No. of new institutions	Enrolments		%	Enrol. rate % of age group	
		1346 (1966-67)	1350 (1971-72)		1345	1350
I. First level						
1. New primary schools	269	312 521	434 000	38		
2. New village schools (see Appendix IV)	500	88 000	57 200	65		
3. Transformation of V.S. to Pr. S.	240					
4. Transformation of one teacher V.S. to two teachers V.S.	512	12 000	71 000	491		
5. Literacy courses	250	n.a.	n.a.			
6. Introduction of practical work in 270 primary schools						
Enrolment rate of age group 7 to 12					17.7	22.6
II. Second level education						
1. Middle schools	145	36 113(1)	58 500(1)	61		
2. Lycées (grade X-XII)	20	7 712	11 940	55		
Enrolment of age group 13 to 15					4.5	6.4
Enrolment of age group 16 to 18 (including vocational schools)					1.5	2.6

Table 4 (continued)

Projects	No. of new institutions	Enrolments		%	Enrol. rate % of age group	
		1346 (1966-67)	1350 (1971-72)		1345	1350
III. Second level vocational						
1. Technical schools	2	1 387	2 907	109		
2. Commercial schools		1 382(2)	1 811(2)	31		
3. Agricultural schools	2	501	868	71		
4. Craft schools		612	656	7		
5. Islamic studies schools		1 300	1 839	41		
IV. Teacher training						
1. DMAS (normal schools grade X-XII)	3	2 565	5 421	111		
2. Emergency programme		900	1 110	23		
3. Higher teachers' college		251	861	243		
4. Technical teacher training		222	294	32		
5. Ibtal-Sina (reserve school for training teachers)		1 250	1 440	15		
		466 716	649 847	39		

(1) Include all grades VII to IX

(2) Include the industrial management institute, i.e. (100) and (114)

Source

The third Five Year Plan of Education

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Table 5. Teacher - student balance first and second level 1346-1350
(March 1967-March 1972)

Level	Years	Total enrolments	Total number of teachers needed	Gross P/T	Existing shortage	New teachers needed	Total shortage(1)
Primary	1346	330 000	7 880	41	1 044	755(2)	5 976
	1347	348 000	8 420	41		834(2)	
	1348	371 000	9 062	40		947(2)	
	1349	400 000	9 862	40		1 119(2)	
	1350	434 000	10 802	40		1 277(2)	
Middle schools	1346	42 300	1 465	28	393	283(3)	1 615
	1347	47 100	1 673	28		252(3)	
	1348	50 300	1 835	27		212(3)	
	1349	54 100	2 029	26		249(3)	
	1350	58 500	2 194	26		226(3)	
Lycées	1346	9 200	371	24	74	78(3)	352
	1347	10 200	422	24		54(3)	
	1348	10 700	457	23		43(3)	
	1349	11 300	496	22		53(3)	
	1350	11 900	538	22		50(3)	

(1) New teachers required plus existing shortage in 1346 i.e. March 1967

(2) Teachers needed for the transformation of village schools to primary schools are also included

(3) The apparent drop in output of secondary teachers is owing to the fact that during the first years present shortages are also taken into account

Source

The third Five Year Plan of Education (1348), Kabul

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Table 6. Teacher demand and supply first and second level education
1346-1350 (March 1967-March 1972)

Demand and supply	Level				
	First level		Second level		Total
	Village schools	Primary schools	General	Vocational	
<u>Demand</u>					
Total teachers required	1 420(1)	5 976	1 967	417	9 780
<u>Supply(2)</u>					
Primary teacher training (DMA's)		3 038			3 038
Emergency		4 810			4 810
Higher teacher college			916		916
Technical teacher training				348	348
University			600	150	750
Academy				201	201
School of physical education			141		141
Total		7 848	1 657	699	10 204

(1) This figure is not indicated in the Plan, but estimated here for village school

(2) Supply figures are not shown in the Plan. Therefore, they are taken from the first draft.

Sources

The third Five Year Plan of Education, Kabul, 1346

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Table 7. Total estimated cost of the third Five Year Plan of Primary, Secondary and Vocational Education (1346-1350)

Project	Current develop- ment (in 000)(1)	Capital (in 000)					
		Construction		Equipment		Total	
		Afghanies	U.S. \$	Afghanies	U.S. \$	Afghanies	U.S. \$
Primary	277 658	325 000		44 425	15	647 083	15
General	143 859	192 000	176	19 081		355 540	176
Voca- tional	202 679	270 000	5 899	100 579	310	573 258	6 209
Total	624 196	787 600	6 075	164 085	325	1 575 881	6 400

Note. Exchange rate - 1 U.S. \$ = 45.30 afghanies

(1) This column represents the operating costs of new schools and new establishments

Source

The third Five Year Plan of Education, pp. 28, 33, 39, 42 - Kabul 1346

Table 8. Financial balance (primary, secondary and vocational) 1346-1350

	Afghanies	U.S. \$	Total in afghanies
<u>Total estimated cost</u>	1 575 881	6 400	<u>1 865 801</u>
<u>Sources of finance</u>			
Govt. budget	1 575 881		
IDA loan		3 500	
Bilateral aid(1)		2 900	
			<u>1 865 801</u>

Note. Exchange rate, 1 U.S. \$ = 45.30 afghanies

(1) From France, Germany and U.S.A.

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the size of this paper, a thorough discussion of the Afghanistan case is not possible.

The administrative and political aspect. The administrative aspect implies that there should be teamwork between the educational planning organization and the other departments concerned, especially in the general development agency and the programming units. Similarly, involvement of the policy-making authority in this process is essential. In Afghanistan, the educational planning machinery apparently is so integrated. However, owing to the fact that the administration is not sufficiently development-oriented (Chapters II and III) this aspect of integration needs to be improved.

The economic and financial aspect of integration implies that the educational plan be financially a part of the general development plan, and be based on the available resources. In Afghanistan, owing to the fact that all education is public and is completely financed from the government financial sources, the educational plan is an integral part of the general development plan. Even the private and the foreign contributions have to be handled through government authorities. During the second Plan, the actual educational expenditure was at an average of 10 per cent of the annual budget 1956-63 except for 1956-57. (1)

The manpower aspect. An educational plan of a developing country may be said to be integrated when its supply of manpower fits the manpower need of the country qualitatively and quantitatively. But this is an optimum situation. In actual fact it is difficult to expect a complete integration of this sort, since the indication of integration depends on the development of the educational system. In a situation where an educational system is lagging behind the economic development of the country, or is already inconsistent with the needs of the country, one cannot expect it to meet the manpower requirement in a short planning period. Therefore, in order to see how much integration can be expected of planning, we should first see how far the educational system can be expected to meet these needs. For this purpose, if sufficient data are available, a series of indices for different points of time comparing the educational output and qualifications with the occupational and manpower

(1) Unesco regional advisory team:
Long-term projections for education in Afghanistan,
Bangkok, 1965

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categories could be constructed. With the help of such indices the effect of planning, in bringing about the desired changes in educational supply, could also be studied.

For Afghanistan, such data are not available. Table 9 indicates that about 35 per cent of the intermediate manpower need is expected to be supplied by the vocational schools. The major part of the need will be covered by on-the-job training or by evening courses. However, taking into consideration the projections of the third Plan of Education, this seems to be overestimated.

Table 9. Estimated requirement of some economic fields for skilled labour in the third Five Year Plan (in thousands)

Categories of skilled labour needed	Total need	Sources of supply of the needed labour		
		Vocational schools	Trained in the field or evening courses	Other sources
Industry	9.1	7.4	1.7	-
Construction	12.6	2.3	9.3	1.0
Transport and communication	10.8	1.9	7.4	1.5
TOTAL	32.5	11.6	18.4	2.5

Source

The third Five Year Plan of social and economic development,
Kabul - Saur 1346

As to the consistency of qualifications with manpower requirement, it may be pointed out that the reforms and expansion of vocational schools in Afghanistan have usually been the consequence of an experience or a specific development need. Thus, the educational system has continuously become more adapted to the needs of the country.

The social and regional aspect of educational integration through planning implies that national values, social demand and balance between different regions of the country, and between classes of the population should be taken into consideration. Educational planning from this point of view should help to

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democratize education and eliminate class barriers. It should help in changing the social attitude in such a way as to make people more receptive of progressive reforms and ideas.

In Afghanistan, as already pointed out in the previous chapters, educational development has brought about perceptible changes in social attitude. As regards the balance indicated above the analysis of the available statistics in the Department of Planning shows the changes in the relative enrolments of girls as presented in Table 10. No study has yet been made of the enrolment by social classes or by income groups.

Table 10. Percentage of female pupils enrolled at various levels

	1950	1955	1960	1964	1965	1966	1967
First level	4	8	11	14.8	15.2	14.1	14.1
Second level	5	10	16	15.9	18.9	17.5	17.2
Third level	8	6	12	18.1	20.0	19.0	17.5

Source

Educational Statistics - Department of Planning, Kabul, 1967

The decline in the percentage of female pupils in the last two years is due to rapid expansion of enrolment in the provinces, where the enrolment of girls has not been proportionately increased.

With regard to the balance between the provinces and the capital city, the situation has greatly changed. In 1964 for instance, the total enrolment in the first level of Kabul city schools was 16.4 per cent of the national total. This percentage represented 12.7 per cent boys and 40.0 per cent of girls. In 1967 due to more rapid expansion of schools in the provinces than in Kabul the percentages have changed as follows: In the first level, boys enrolled in Kabul constituted 9.7 per cent, girls 13.2 per cent and the total Kabul enrolment 12.9 per cent of the national total. In the second level while the total enrolment of Kabul city in 1964 was 51 per cent of the total national enrolment, in 1967 it had declined to 36.5 per cent. Moreover, in the general secondary and vocational schools of Kabul city about 54 per cent of the students are from the provinces. In the third Five Year Plan balanced growth is one of the main objectives.

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Method of implementation

As our definition of successful planning implies, apparent fulfilment of targets does not necessarily mean complete success. It is important to see how the targets have been achieved. Are they implemented by force or through democratic measures? Are there any programming, supervision and evaluation of the projects? Have the projects been executed with due regard to standards of quality or with disregard to quality and efficiency? The statistical survey of an educational system at the phase of evaluation might show increases in the total enrolment, number of schools and expansion of some institutions and so on. But it is not infrequent to find cases where in spite of the present shortages of teachers and facilities, enrolments and schools have been increased without the proportional or the needed increase of teachers and facilities. Sometimes an institution might have been expanded or created at the cost of an existing one. Such cases of implementation cannot be regarded as examples of success. A good method of implementation is the one which achieves the goals with the least possible waste of resources and attainment of the highest possible efficiency - ratio of input to output - and quality. Method of implementation is a relative concept and therefore it should be judged in accordance with the circumstances and standards in each case.

In Afghanistan, educational development and planning started when the people had already realized the value of education. Therefore, for the implementation of the educational plan, there was no need of coercion. Besides, the approved plan has a legal force, which is an additional factor encouraging the people to facilitate its implementation.

The procedures followed and the problems experienced in the implementation of the second Five Year Plan of education were as follows:

The projections and annual targets of the Plan formed the basis of the annual budgetary requests. Each year, the development budget was prepared by the Planning Department in accordance with the year's target. These requests were then considered by the Ministry of Planning. The Ministry of Planning, taking into account the financial situation of the country and the needs of the general development plan fixed a ceiling for the budget of each ministry. The ceiling for the Ministry of Education's budget also used to be fixed after a good deal of discussion between the departments concerned of the two ministries. When the total budget of the year was decided upon and accepted by the Parliament and His Majesty, the approved budget was announced. The Planning Department then revised the annual target to make it conform to the budget approved and this was divided into quarterly allocations. The programme of the

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year was also indicated in the budget request in a rough way. Detailed programming was demanded by the planning bodies, but except for some foreign aid projects such programming was not carried out.

The development expenditure consisted of three parts: (1) construction; (2) equipment; and (3) operating cost of new institutions. The procedures for execution and financing of these different categories of the Plan were not the same.

In construction of schools five central agencies were involved, namely Ministries of Education, Finance, Planning, Public Works and Da Afghanistan Bank. The Ministry of Education forwarded the request for the quarterly allotment to the Ministry of Planning. The latter after consideration of the request, if no objection was to be made, sent the request to the Ministry of Finance. The Ministry of Finance considered the request and, if it had no objection released the money, and informed the Ministry of Education. The Ministry of Education distributed the allotment to various projects and provinces. The money was to be transferred through Da Afghanistan Bank and the provincial representatives of the Ministry of Finance called Mustoofi. The Mustoofi released the money to the provincial director of public works who was in charge of school building.

The provision of equipment was mainly the responsibility of the department of administration in the Ministry of Education. When the allotment was received by the department of administration it consulted the other departments concerned on the kind of equipment needed by them, and then carried out the purchasing according to usual administrative procedures.

The operating costs of new institutions: as far as the opening of new schools were concerned, the procedures were as follows: The annual targets were given in the Plan. At the beginning of each year a meeting of the heads of the ministry's departments was held in which the location of new schools and the number of schools to be upgraded were discussed. The upgrading of primary schools and middle schools and the creation of new secondary schools including vocational schools were decided upon in the ministry. With regard to village schools and the primary schools the central authority determined the quota of each province, and then the provincial directors were authorized to decide upon the location of schools according to local conditions. The operating cost of the new schools was estimated by the planning department and the planning units of the departments concerned according to the standards of the Plan, and the amount was included in the ordinary budget. However, during the second Plan, especially in its latter years, the money allocated for the new schools was less than the average standard cost estimates. This was because the number of new schools opened was greater than the annual targets, while the approved budget, together with additional

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allotments, was less than the estimated standard cost required for the execution of annual targets. Therefore a number of schools in the last year of the Plan were established without adequate staffing and accommodation. The above situation exists until now. The procedures, especially those for school building, are very time-consuming. This is mainly due to the fact that five agencies are involved. The Ministry of Education is not the promoter of school building. It distributes the quarterly allocations but has no effective control over the expenditure of construction money.

The public works representatives in charge of reporting on work in progress do not send satisfactory reports at the end of each quarter. The lack of efficient communication facilities in some provinces also causes long delays in receiving money and sending back reports on the work in progress. Consequently, the distribution of quarterly allocations is in most cases also carried out on the basis of non-justified requests.

During the second plan, the total budget annually approved for the Ministry of Education has been much less than the annual requests. Consequently, in order to make up for the deficit of the ordinary budget, more money has been provided by the Ministry of Finance through additional allocations or by cutting the development budget. As Table 11 indicates the approved budget has usually been less than the request; and then in the course of a year due to increasing operating costs, more money has been provided for the ordinary budget by decreasing the capital (or development) budget or by giving new allocations.

Table 11. Comparison of actual expenditure with the requested or approved and allocated amounts 1341-1345 (second Plan period)
(in thousands of afghanies)

Years	Ordinary (or current) Budget			Development Budget		
	Amount Requested	Amount Approved	Actual Expenditure	Amount Approved	Amount Allocated	Actual Expenditure
1341	201 572	120 220	165 709	106 779	39 504	37 346
1342	225 039	225 039	225 988	112 764	84 853	80 858
1343	242 512	200 320	299 364	86 868	40 060	39 147
1344	400 000	340 000	351 047	82 427	82 336	76 273
1345	548 000	340 000	390 536	114 000	106 715	102 265

Note. The figures for the Development Budget in 1344 do not include the last quarter of the year

Source

Planning and co-ordination directorate, Bureau of Educational Planning,
Ministry of Education, Kabul

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On the other hand in the development budget, the actual expenditure has been less than the allocated budget (Table 11). This has been partly due to the reasons mentioned above and partly because of slow administrative procedures. Money could not be made available on time and consequently remained unspent. This fact has contributed to the shortage of school buildings and equipment. Therefore, the plan implementation has lagged behind its targets in this field.

As far as the establishment of new schools in general education and the increase in enrolments are concerned, the targets of the Plan have been realized and in some cases surpassed. This is shown in Table 12.

Table 12. Comparison of targets and realization of the second Five Year Plan of the Ministry of Education

Projects	Projected number for 1345		Realized number in 1345		Difference	
	Schools	Enrol- ment	Schools	Enrol- ment	Schools	Enrol- ment
I. <u>Primary</u>						
Village schools	1 288	59 122	1 290	89 037	+ 2	+29 915
Primary schools	685	228 583	723	312 521	+ 38	+83 938
II. <u>General secondary</u>						
Middle school	123	23 576	164	36 213	+ 41	+12 637
Lycées	26	8 264	40	7 712	+ 14	- 552
III. <u>Vocational schools</u>	75	18 432	58	14 515	- 17	- 3 917

Sources

Second Five Year Plan of the Ministry of Education and the University,
Kabul, 1341

Bureau of Educational Planning, Ministry of Education, Kabul

While the number of general secondary and primary schools and their enrolments have been increased more than projected by the planners, the number of teachers has not increased correspondingly. In fact the teacher/pupil ratio has been rising during the last fifteen years. This is shown in Table 13. While the enrolments have increased more than four times in fifteen years, the number of teachers has only increased three times. About 50 per cent of the teachers in 1964 were unqualified. The pupil teacher ratio has risen from 30 in 1330 to 45 in 1344. Recently, the Ministry of Education has taken measures to give teacher training a higher priority; however, it takes time to improve the situation.

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Table 13. Increase in number of schools and in enrolments and trends of P/T ratio

Years	No. of schools (2)	No. of pupils (excluding University)	Relative increase in enrolments		No. of teachers	Gross P/T
			in relation to previous year	Year 1330 as base year		
1330	413	95 280	100	100	3 128	30
1331	547	105 379	110	110	3 351	31
1332	663	110 639	105	116	3 441	32
1333	721	114 266	103	110	3 743	30
1334	756	120 332	105	126	3 893	30
1335	798	125 218	104	131	3 964	31
1336	886	140 583	112	147	4 288	31
1337	903	153 719	107	161	4 314	35
1338	1 093	164 093	107	172	4 677	35
1339	1 238	191 895	117	201	5 054	37
1340	1 426	233 314	121	245	5 698	40
1341	1 480	263 401	113	276	6 037	43
1342	1 608	307 593	117	323	6 789	45
1343	1 861	344 776	112	362	7 800(1)	44
1344	2 086	403 285	117	423	8 806	45
1345	2 275	459 131	114	482	10 600	43

(1) Interpolated

(2) Faculties are subtracted from the total of schools which were included in the sources below

Sources

Unesco planning team: Education in Afghanistan 1964

Bureau of Educational Planning: Educational Statistics 1967

As Table 13 indicates, the number of schools has also increased faster than the enrolments. This implies that the unit costs of smaller schools tend to be higher than before.

Generally speaking, the Plan's achievement in enrolment and number of general schools has been a great success, but in vocational schools, building and equipment implementation has been far behind the target. In the case of vocational schools the main reasons were the lack of expected foreign aid and other changes in the general development plan which reduced the need for graduates

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of such schools. However, in the case of school buildings and equipment in addition to lack of money expected, the absence of programming and effective supervision were also important factors. By comparing the actual expenditure and the projected estimates of cost of the second Five Year Plan we see that in the projects of first and second level education the actual expenditure has been 22 per cent of the total projected cost estimates of the three main projects, as shown in Table 14.

Table 14. Comparison between initial plan estimates and the actual expenditure second Five Year Plan period development budget (in thousands of afghanies)

Projects	Plan estimates	Actual expenditure	Actual as percentage of the estimates
Vocational education	544 000	159 116	29.2
Secondary education	287 865	73 394	25.4
Primary education	247 314	68 807	27.8
Total of the main projects	1 079 331	301 317	27.9

The total current expenditure of the Ministry of Education during the second Plan period is shown in Table 15.

Table 15. Current (or ordinary) actual expenditure of the Ministry of Education during the second Plan period (all the projects) (in thousands of afghanies)

Budget Code No.	Object of expenditure	Total expenditure in five years	Percentage of total
100	Personnel services	1 000 561	69.9
200	Other services	81 637	5.7
300	Materials of supplies	318 914	22.2
600	Subsider, grants and pension	31 413	2.2
	Total	1 432 525	100.0

Source

Bureau of Educational Planning, Ministry of Education, Kabul, 1967

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The actual current expenditure by project is not available except for the year 1344 (1965-1966). Therefore, it is difficult to calculate the operating cost by project for the Plan period.

Experience in the implementation of the second Plan shows that regular supervision by the departments concerned with educational planning and a good channel of communication is very vital for efficient implementation of a plan. For this purpose the provincial authorities of education need to be strengthened. In order to shorten the long administrative process of school building it seems necessary that the Ministry of Education should take the responsibility of school construction in the provinces or at least have more effective control over it.

Continuity and flexibility

Development is a continuous process. When a country starts planning it has to continue with it. Consecutive plans are like the loops of a chain: they are dependent on each other; therefore, for a planning process to remain sound, it should not be discontinued or delayed for reasons of political changes. However, continuity would be more useful if planning were flexible enough to adapt to new changes.

The flexibility of a planning process depends on a number of factors of which the following are important:

The terms and sources of finance: If the financing of a plan is done by different sources according to rigid and specific terms, it may be less flexible than if the sources of finance are not numerous and the terms are more general. Heavy dependence on foreign aid may also decrease the flexibility of planning.

Nature of the projects, e.g. fixed capital investment versus increase of enrolments or provision of movable facilities.

Existence of alternative projects and measures: A plan with a wider range of choice is evidently more flexible than one which has not provided for alternative measures or projects.

The legal status of a plan: The flexibility of planning also depends on the extent to which a revision may require the involvement of the legislature or a modification of regulations.

The procedures for adjusting budgetary allocations.

The performance of the machinery for supervising and reporting on the implementation of the Plan. If the implementation is regularly supervised and detailed reports are sent to the planning organization, it is that much easier

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to make decisions on the revision of the Plan. Therefore, a regular reporting system may, by facilitating decision-making, help to render the Plan more adaptable to new situations.

In Afghanistan, the main source of finance for the educational plan is the government budget. Any amount of money allocated from foreign sources such as the wheat fund, etc., are channelled through the Ministry of Planning to the Ministry of Education as a part of the latter's annual development budget. As a matter of principle, the plan targets and projects should be implemented as they appear in the Five Year Plan. However, the annual budget is the determinant factor for each year's programme. This aspect of planning is reasonably flexible, but the revision of projects which are mainly or wholly financed and executed through foreign aid takes more time and, in some cases, does not seem to be feasible in the current year. In the case of bilateral assistance for example, owing to different fiscal years, the donor's foreign policy considerations and provision of counterparts and so on, it is a time-consuming process to bring about fundamental changes in a project-agreement, especially when it involves more than one external source. The part played by foreign aid is vital in vocational education because some of the important institutions in this field are partly staffed and financed by external assistance. In the third Five Year Plan, the amount of foreign aid is about 15.5 per cent of the total estimated cost (in afghanies) in the three projects in question (exchange rate - 1 U.S. dollar = 45.30 afghanies).

Capital cost in the third Plan is 66.6 per cent and operating cost of new projects 33.4 per cent of the total development budget. (Reference Table 7). Alternative projects are not foreseen. Carry-over projects have not been discussed in the third Plan. Nevertheless, all the secondary schools established in 1345 (1966-1967) and the primary schools during the second Plan and a number of buildings, will have to be completed during the third Plan.

Identification of bottlenecks and indication of a strategy

In underdeveloped countries, the development of each level of education seems to be urgent. But, such countries are also (with some exceptions) very poor and cannot start a crash programme on every front. Therefore, an important aspect of educational planning for them is the identification of bottlenecks (that is obstacles which are seriously impeding, or will soon block the rapid development of education) and the devising of a strategy to overcome limited resources.

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In the case of Afghanistan for instance, problems of educational development are numerous. There is a critical shortage of the intermediate and high level qualified manpower; and therefore, secondary and higher education should be developed. Curricular and teaching methods need to be improved. Schools badly need equipment and buildings. The teaching profession should be encouraged and girls' education ought to be promoted. Expansion of primary education is needed to make expansion in the higher levels possible, and also to provide the children of school age the facilities for schooling. Afghanistan in 1966 had an enrolment ratio of 17.7 per cent of the age group 7 to 12.

According to the long-term projections made by the Unesco regional advisory team (see Bibliography), Afghanistan in 1980 will reach only an enrolment rate of 57 per cent of primary age group. Table 16 and its graphic presentation indicates the problems of the prospect of universal primary education in Afghanistan.

Table 16. Prospect of universal primary education in Afghanistan 1967-1990

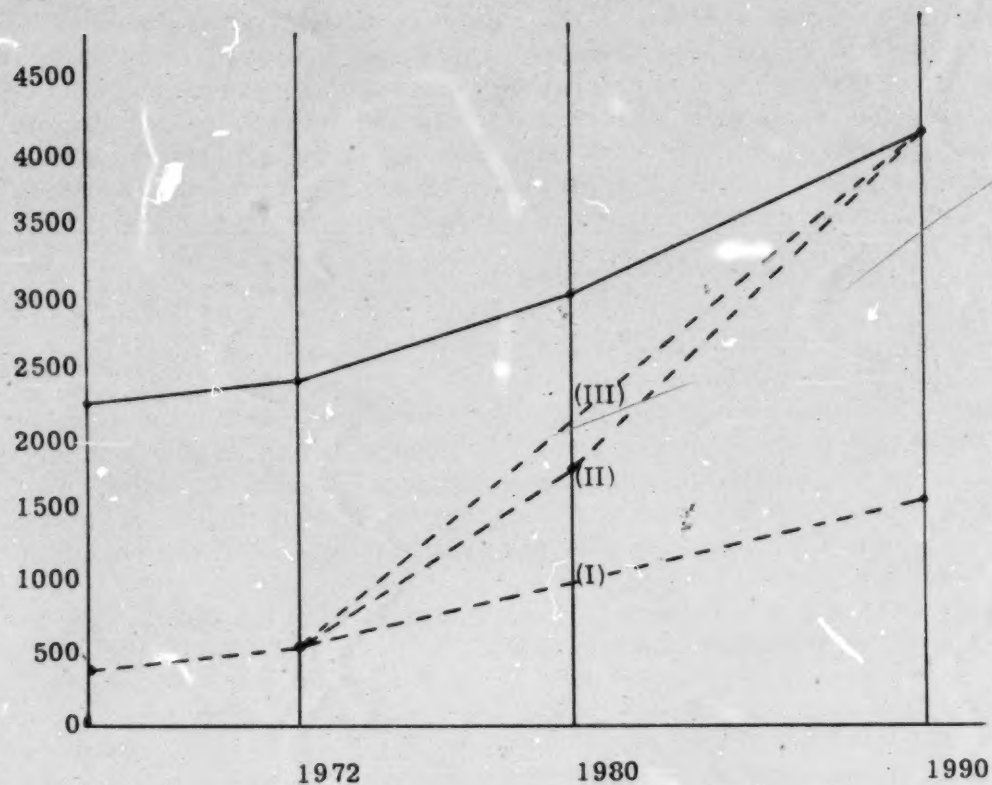
Years	Population (in thousands)	Age group 7 to 12 (in thousands)	Total enrol. in primary (in thousands)	Enrol. ratio at the be- ginning of the period (%)	Periods	Annual rate of growth of enrol. (%)	Enrol. ratio attained at the end of period (%)
1345 1967	13 890	2 309	401	18.5	1967-72	7	22.6
1350 1972	14 890	2 474	562	22.6	1972-80	15.01	57.0
1980	18 277	3 014	1 718	57.0	1980-90	9.45	100.0
1990	23 390	4 221	4 221	22.6	1972-90	12.30	100.0

Sources

The third Five Year Plan for Education

Unesco regional advisory team: Long-term projections for education in Afghanistan, Unesco office, Bangkok, 1965

Diagram 3. Prospect of universal primary education in Afghanistan (in thousands)



Key. Age group (7 - 12) = _____
Primary Enrolment = - - - - -

Note. Three rates of annual increase enrolment

- (1) 5.6 %
- (2) 15.0 % up to 1980 and 9.45 % up to 1990
- (3) 12.3 %

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If we want to reach the targets in 1980 and in 1990, the annual rate of expansion will have to be much greater than that of the third Plan. If the annual rate of the third Plan is followed until 1990, only 35 per cent of the age group in 1990 will be covered. However, it seems very difficult to increase enrolment at a rate of 12 or 15 per cent because rapid expansion of primary education entails with it a corresponding expansion of secondary and higher education for training the teachers required. Evidently under the actual conditions, it is not easy to envisage more expansion because of the great demand for the limited resources available. Moreover, a quantitative expansion without a parallel qualitative improvement will not help general development.

The bottlenecks

In order to make more rapid expansion of education in the future possible, it is essential that the bottlenecks should be resolved first. These bottlenecks are: shortage of qualified teachers; and shortage of school buildings.

In 1964, about 50 per cent of the teachers were not qualified. This shortage, as the figures of the third Plan indicate, will continue until the end of the third Plan.

Another shortage which sooner or later may impede the development of the school system is buildings and equipment. At present 747 primary schools (including some village schools) have no buildings and classes are held in the mosques. One hundred and nine primary schools are housed in rented buildings and 290 have no shelter at all. In addition to the above, a number of buildings are unfinished and in some provinces hostel facilities are badly needed for teachers. Deficiency of equipment is a general problem in the rural areas.

Some elements of a strategy

In order to make more rapid progress possible in the future, the following points may be considered as elements of a strategy:

Higher priority to be given in the present plan and probably in the fourth Plan to secondary education and especially teacher training. This will also make room for those graduates (45 per cent in 1965)(1) of primary level who are not presently absorbed by the secondary level.

(1) Unesco planning team: Suggestions on Educational Development, Kabul, 1964. Primary school leavers projections

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Priority to be given to the improvement of quality in primary education rather than mere quantitative expansion. According to a study in 1964, the retention rate in primary schools was 61.4 per cent, and in primary and village schools together, it was 49.5 per cent. (1) This means great wastage. By improving the efficiency of the system, we can increase the product and the enrolment ratio of the primary level.

Diversification of secondary education in view of increasing the number of terminal schools. Such a change ought to be consistent with the development needs for intermediate level manpower. This change would make it easier for those graduates of secondary schools who cannot be absorbed by the institutions of higher education to find employment.

Increased efforts to solve the problem of the shortage of buildings and equipment. This could be done by: (a) encouraging and mobilizing private participation; (b) a relatively higher share in the national budget for education or using the military work force in school construction; and (c) obtaining more foreign aid.

However, as the experience of other developing countries also show, contribution from local communities may be the most advisable solution, provided it is integrated with the planning process.

(1) Unesco planning team: Education in Afghanistan, 1964 (p. 43)

5 CONCLUSIONS

Educational planning is now usually understood in its dynamic sense. In this sense, it is concerned with and affected by various factors in the society. Therefore, its appraisal cannot be carried out in isolation from the environmental factors. Thus, the criteria to be used for the appraisal of educational planning should include the assessment of all relevant factors. Thus:

The ecological factors for planning - that is social and political attitudes, orientation of administration, and the position of the central national authority for education - should be assessed. In underdeveloped countries, the political and administrative factors are determinant factors in the progress of educational planning.

The other aspect of appraisal concerns the planning machinery and the scope of its responsibility. The more comprehensive a plan is, the better should be the situation for maintaining co-ordination and for integrated development. The main problems in this aspect are the shortage of qualified personnel and lack of a dependable mechanism of co-ordination.

In appraising the process of planning itself, the first thing to look for is the availability of reliable data. The progress of planning largely depends on the development of the sources of information and the amount of reliable data. For underdeveloped countries, a series of basic data needed for a pragmatic plan will be essential. What an appraiser should look for is the minimum amount of reliable data needed to formulate a technically adequate plan. The plan ought to be integrated with the general development plan. It is essential to see whether the plan clearly indicates the bottlenecks and discusses the strategy to be followed. Is the plan based on desires and needs, or on resources?

The illustrative discussion of examples from the experience of Afghanistan brings to light the following points:

In Afghanistan, while the political attitude is very favourable for planning and the social attitude has greatly improved, the administrative procedures still lack the qualities required for development and for educational planning. There are too many low-level and unqualified personnel and too few qualified administrative personnel.

Educational expansion, during the last decade, has been very rapid. In spite of the recent measures taken for balanced growth there are still important imbalances between different regions, between the educational system's output and the country's manpower need, and between various levels of

Conclusions

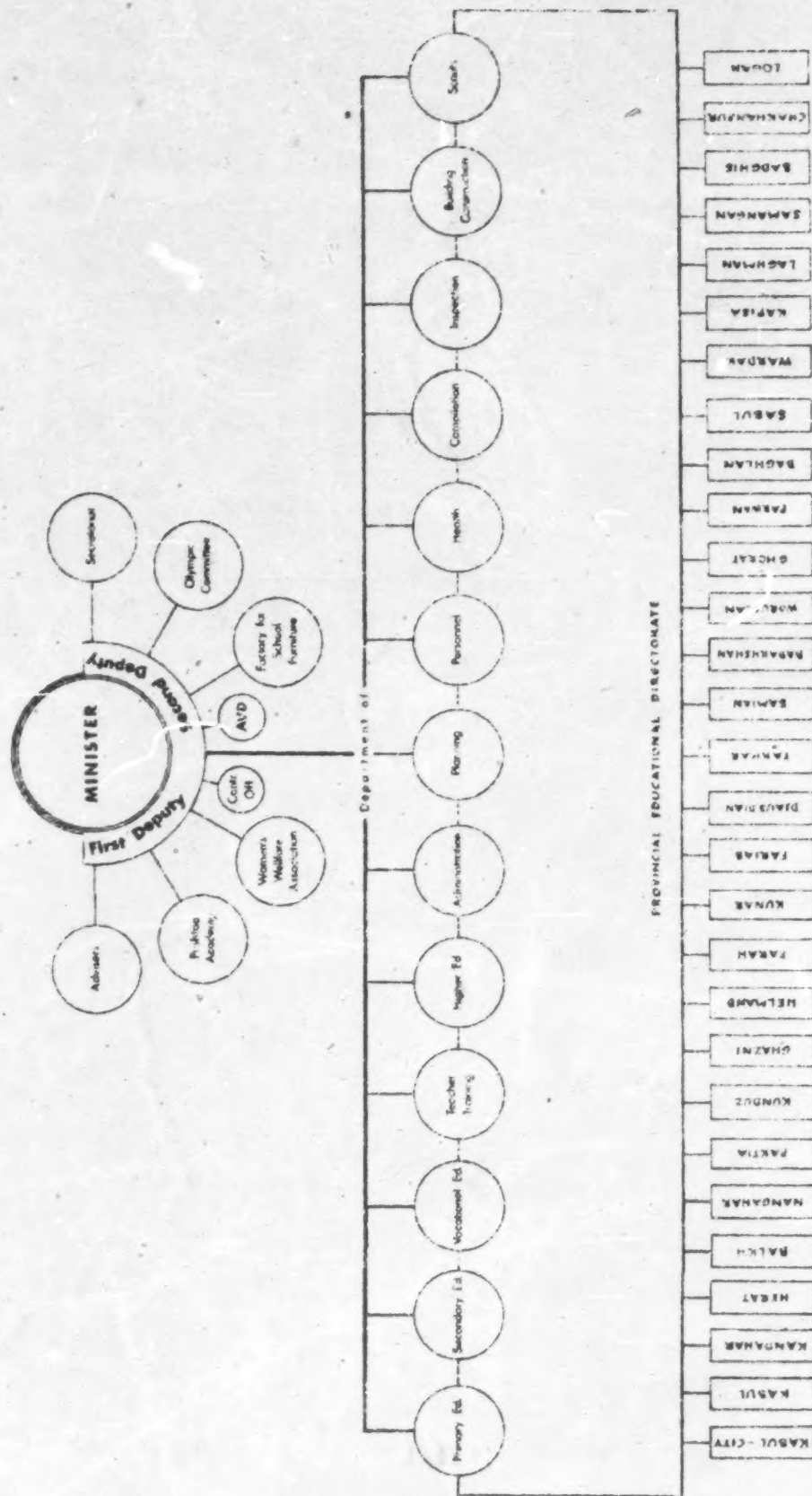
education. As a result of the thin spread of inadequate resources the quality of education has also suffered. Educational planning in Afghanistan, until now, has been limited to the projection of quantitative expansion and the calculation of costs. However, to solve the imbalances mentioned above, educational planning should be concerned with more than that. For educational planning to be more effective, the planning body should have close links with the research centres in the country, and must have the means to influence and direct implementation.

The third Five Year Plan of Education shows a marked improvement in technical adequacy. Now, in the process of planning, the main problem areas are the implementation and evaluation phases.

APPENDIXES

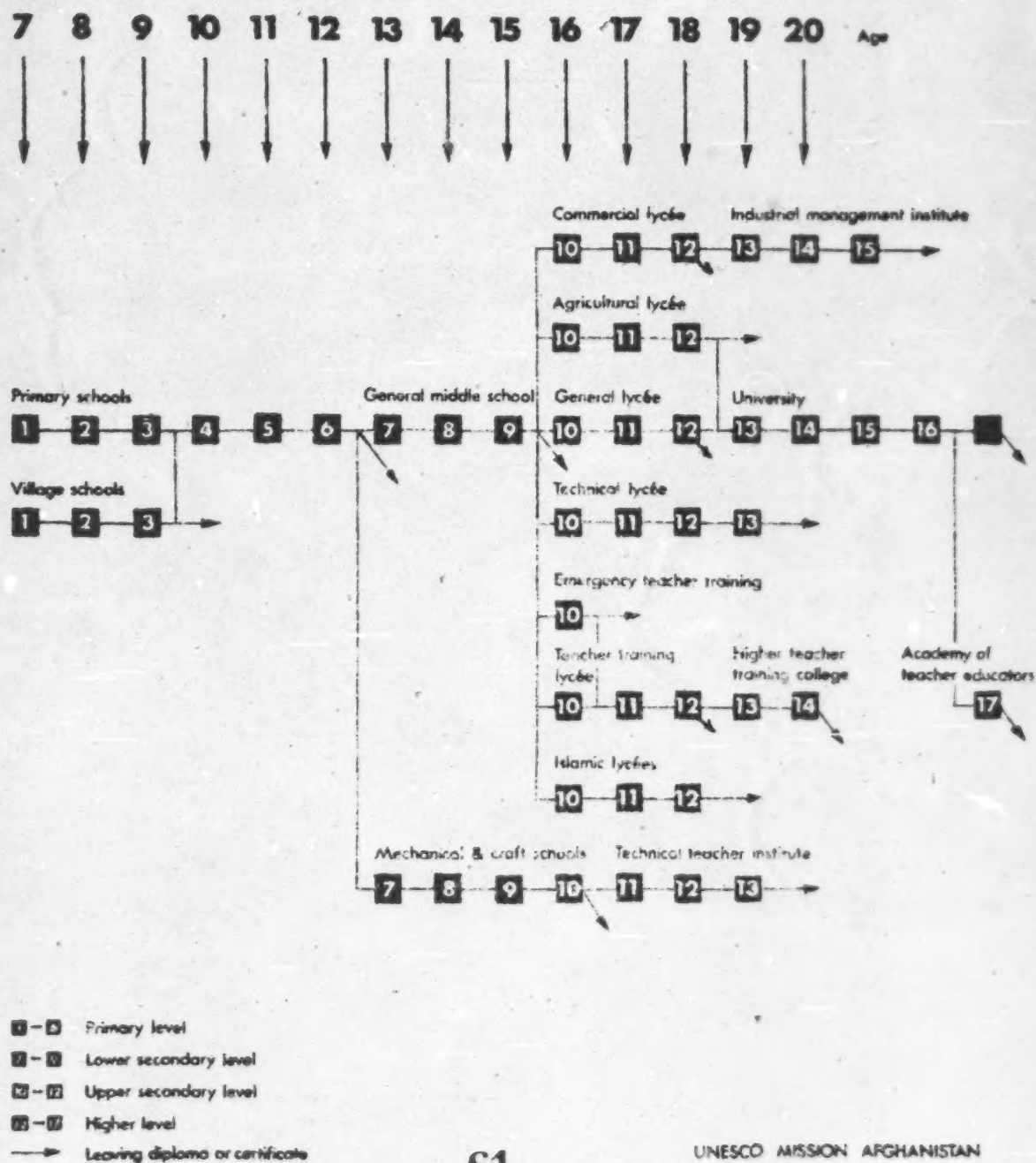
- I Organization of the Ministry of Education, Afghanistan, 1967
- II Educational Structure of Afghanistan
- III Methodological notes
- IV Explanatory notes
- V Sources of external aid to education in Afghanistan

APPENDIX I : ORGANIZATION OF THE MINISTRY OF EDUCATION, AFGHANISTAN, 1967



Note : AVD = Audio Visual Department

APPENDIX II : EDUCATIONAL STRUCTURE OF AFGHANISTAN



APPENDIX III : METHODOLOGICAL NOTES

The projections which have been made in Table 16 are based on the following data and method :

1. Out of the different estimates for population in 1960, the figure 12.3 million has been used as a basis of the projections. Because, this figure was also used by the Unesco Regional Advisory Team whose data form the basis of my calculations.
2. In the long-term projections for Afghanistan there was a maximum and a minimum projection for education. I have taken the maximum projection.
3. For the projection of total population in 1990, a rate of growth of 2.5% has been used between 1960 and 1990.
4. The age group (7 - 12) for 1980 has been calculated in relation to the enrolment ratios (i.e. 57% for 1980) and the total enrolment (1,718 for 1980). For 1990, this age group is assumed to be 18% of the total population.

APPENDIX IV : EXPLANATORY NOTES

1. Village school

A primary school of usually three grades (namely grades I, II and III) and one teacher for all the three grades. However, some village schools in densely populated rural areas may have more than three grades and two teachers for the whole school. Such village schools are called 'two teacher' village schools.
2. Transformation of village schools

By this is meant raising the status of a village school to a village school with two teachers, or to a full primary school with one teacher for every grade and a head-master and other facilities usually provided for an average primary school.
3. D-M-A

This is an abbreviation for Darul-Mo-Alemin, meaning a normal school.

APPENDIX V : SOURCES OF EXTERNAL AID TO EDUCATION IN AFGHANISTAN

The following list is intended to give a general picture of external aid. It does not include all the items of such aid.

A. BILATERAL

I. Federal Republic of Germany

1. Some personnel and equipment for mechanical schools and the Institute of Industrial Management.
2. Assistance through an affiliated agreement with the Faculties of Economics and Science (University of Kabul).
3. Volunteer service scheme for teachers.

II. France

1. A number of teachers and equipment for two lycees in Kabul.
2. Assistance through an affiliated agreement with the Faculties of Medicine and Law of the University of Kabul.

III. U. A. R.

1. A number of teachers for agricultural schools.
2. Professors for the Faculty of Theology of the University of Kabul.

IV. U.K.

1. Teachers of English under the British council.
2. Volunteer service scheme for teachers.

Criteria for appraising educational planning
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V. U. S. A.

Major projects include assistance to :

1. Afghan Institute of Technology
2. Teacher training (Team of advisers from teachers college, Columbia University, associated with some of the teacher training institutions).
3. Faculty of Agriculture
4. Faculty of Engineering
5. Peace corps

Note : According to a recent agreement, the American assistance in teacher training will be shifted to the field of curriculum and textbooks, and Unesco will gradually take over teacher training.

VI. U. S. S. R.

Assistance is provided to :

1. technicums
2. polytechnics
3. sports schools

VII. Bulgaria

Architects in the construction department of the Ministry of Education.

VIII. Czechoslovakia

Some visiting professors in the Faculty of Medicine, Jalabad

B. MULTILATERAL

Unesco	:	Planning team, Ministry of Education
Unesco and Unicef	:	Academy of Teacher Training, Kabul.
Special Fund	:	Higher Teachers College

Note : In addition to the above, a number of fellowships and scholarships are provided by many friendly countries.

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